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ABSTRACT

This monograph presents the experiences of Los Angeles Mission College in implementing the Immigration Reform Control Act (IRCA) of 1986 and providing educational services to individuals eligible for Amnesty under IRCA. Part I sets forth the purposes of the monograph in the context of California's current anti-immigrant political climate. Part II offers a historical perspective of immigration and naturalization policy and the involvement of the Los Angeles Community Colleges in providing educational services to Amnesty students. This section also includes a series of charts depicting the significant needs of "New Californians" and explains why community colleges should be involved in their education and training needs. Part III looks at operational issues related to the development of a database of Amnesty students in all nine Los Angeles Community Colleges; the adoption of a district Amnesty education policy; the selection of proficiency assessment instruments; the training of English-as-a-Second Language teachers; the availability of instructional materials; funding; and integration of the database into the state management information system. Part IV documents the experience of Los Angeles Mission College by examining the Amnesty Education program administration; curricula; enrollment; reimbursements from the State Legalization Impact Assistance Grants; and the impact of Amnesty eligible students on the community college system. The final section discusses the citizen application process. Board of Governor reports on California Amnesty Programs are appended. (KP)

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# MONOGRAPH

## FULFILLING THE PROMISE

## FROM AMNESTY TO CITIZENSHIP

## PART I

## THE LOS ANGELES MISSION COLLEGE EXPERIENCE

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FULFILLING THE PROMISE
FROM AMNESTY TO CITIZENSHIP
Part I

THE LOS ANGELES MISSION COLLEGE EXPERIENCE

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# FULFILLING THE PROMISE
# FROM AMNESTY TO CITIZENSHIP

## PART I

## THE LOS ANGELES MISSION COLLEGE EXPERIENCE

BY
Jack Fujimoto, Ph. D.

**PREFACE**

This monograph is being written as an initial attempt to capture for historical purposes the experiences of Los Angeles Mission College, one of nine colleges in the Los Angeles Community College District, as it addressed one compelling and serious social issue confronting the United States of America (USA). This was the issue of legalizing aliens who had resided in the USA for a long period of time and have them take the steps to becoming voting citizens of the USA.

To this writer, the process and meaning of naturalization to become voting citizens was a moving experience in 1952, some 42 years ago, when, for the first time, my parents became eligible to become naturalized citizens. Through the McCarren-Walter Naturalization Act of 1952, Japanese nationals as well as those stripped of American citizenship due to their return to Japan, could become naturalized as citizens.

My father, Morizo Fujimoto, was an immigrant to California, having come in 1915, to join his father and brother. My mother, Emi Annie Fujimoto, was born in Glendale, California, and therefore, technically speaking, was a Japanese-American, but having emigrated to Japan for a few years, was denied her American citizenship and therefore, was required to naturalize.

These experiences pointed out the discriminatory and arbitrary ways in which immigration and citizenship matters were handled. Decisions that caused disruption and confusion not only in family life, but also in making a livelihood, to this day, have illustrated the unjust and sometimes, cruel behavior, demonstrated by those in "authority."

From this background of experiences and currently, somewhat in a position of "authority," I, along with several colleagues, wish to chronicle our way of dealing with various aspects of implementing the 1986 Immigration Reform Control Act only as it relates to the arena of educational services. At the same time, we wish to editorialize at times to express opinions about specific policies, procedures, leaders, and outcomes.

From another aspect, the reader might conclude that this is more of a primer in how to approach and address issues through a problem-solving approach. It may be too prescriptive at times.

On the other hand, there will be those who read this monograph and wonder why it terminates as it does...somewhat incomplete.

Basically, the final chapter can only be chronicled after those who have become legalized immigrants through the amnesty process become voting citizens; therefore, this monograph is titled, Part I.

The reader will be presented one college's perspective, namely, that of Los Angeles Mission College (LAMC). At times, the District will be featured inasmuch as each college has a common set of "parents," the Board of Trustees of the LACCD.

Any confusion or misstatement of fact is the sole responsibility of this writer. Much basic research in terms of data collection is missing; however, it was more the intent to present a narrative of the experience from this College President's observations towards identifying the students, providing services, and "graduating" each applicant to pass his citizenship examination.

Writing this monograph could only come about by the understanding of my family, Grace Fusaye Toya Fujimoto, and our children, who did not have a father spending much valuable time at home during the summer months of 1994. Also, there are many colleagues from organizations and colleges who were beacons to this writing. To each of them, I extend a gratitude of thanks and appreciation.

Jack Fujimoto, Ph.D.

# FULFILLING THE PROMISE
# FROM AMNESTY TO CITIZENSHIP
## Part I
## THE LOS ANGELES MISSION COLLEGE EXPERIENCE

**PART I WHY WRITE NOW?**

There are several purposes to be accomplished by writing this monograph at this time. Specifically, they are as follows:

1. **TIMING IS RIGHT.** California voters passed "term limits" which brought forth new legislators interested in solving the State's budget crisis by fomenting an "anti-immigrant" campaign. This is strongly evidenced in the campaign tactics centered about the "Save Our State" (SOS) initiative on the November (1994) ballot.

Those who have been given amnesty and on the road to become naturalized citizens should be separated from the undocumented aliens who are classified as "illegal" immigrants. Color, race, ethnicity, culture, and other factors between "legals" and "illegals" should not become factors, but often are the source of mistaken identities and discriminatory practices.

2. **HONOR THE RISK TAKERS.** In a time when it is not popular to risk educational services in higher education to implement federal legislation, those who took some risks should be honored. One such group was the Trustees of the Los Angeles Community

College District who implemented a policy that was not popular at all of its colleges and enforced it, namely, that each college would have an Amnesty Education program.

There are others who took considerable risk by "front loading" their work efforts without adequate "fiscal resources." Contrast these risk takers with those who did not wish to help the immigrants become citizens by hiding behind the mask of providing educational services based only on "funds" in their hands.

3. **A NEED FOR ADVOCACY.** When it became apparent that school leaders were not willing to commit resources and effort to help the legalized immigrants, a group of committed individuals from several colleges banded together to form a tightly-knit advocacy organization. The group, which often worked outside of the mainstream community college system in California because of the nature of the effort, gradually became the forerunner of significant fiscal support as well as legislative action for immigrant programs in the colleges. At times, such an advocacy group is necessary and becomes justified and legitimized.

4. **FULFILLING THE PROMISE.** The work is incomplete as of now. Federal funding promised for four years at a billion dollars a year has yet to be fulfilled. Congressional action is occurring to see that the Federal promise is kept.

At the California state level, citizenship centers are being accepted and funded. These provide the application for citizenship

along with fingerprinting, test taking skills, as well as hints about becoming a "full participant" in the governance process.

5. **NEED FOR FURTHER RESEARCH.** Too often, there is much press or media coverage to the immigrants, especially the negative aspects. Data is short. Headlines are created too often based on extrapolations of assumptions that have not been tested. There is ample evidence that immigrants succeed when provided with additional support services. Los Angeles Mission College can demonstrate the success of its many (more than 15,000 Amnesty students with 3,000 being professionals from their home country).

There is still much to do to complete the educational services needed to move the estimated 1.1 million eligibles in Los Angeles County and our potential future voters to become voting citizens.

## PART II A HISTORICAL PERSPECTIVE

### I. THE EARLY YEARS.

The Federal Immigration and Naturalization Service (INS) was responsible for the implementation of the Immigration Reform Control Act (IRCA) of 1986, PL 99-603. The INS was highly organized to return illegal aliens to their home country and often its sensational raids were chronicled in the media. On the other hand, the INS was less able to identify those who were residents in the US prior to 1982 and who saw themselves qualified to seek Amnesty under IRCA. The rules for the qualification as well as for



S

the necessary documentation was less than exact and consistent.

The IRCA legislation called for four years of funding at a billion dollars per year to states through State Legalized Immigrant Assistance Grants (SLIAG) to move those who qualified towards naturalization and citizenship. Each candidate carried a maximum $500 annual grant that could be used for educational services, that is, acquiring English language proficiency as well as American political science or civics education. A total of forty hours was the basis for this instruction.

In California, the Governor basically assigned his Department of Health and Welfare to manage the expenditure of these federal funds. For the community colleges, we had to look to the California State Department of Education (CDE) for our fiscal reimbursement, which, in turn, had to look to the Department of Health and Welfare for its "slice of the action." This often caused considerable fiscal difficulties due to the "bureaucratic" and at times, political posturing of those in "authority."

To give some semblance of shared authority for expending funds for educational services to Amnesty students (Amnesty Education), the CDE assigned its work to a special unit which, in turn, had an advisory committee established to develop policy through representatives from community colleges, adult schools, and community-based organizations (CBOs).

It was after considerable discussion and experiences in 1987 and 1988 by the LACCD and others, as noted later, that the Chancellor's Office of the California Community Colleges released

a June 13, 1988, document entitled, California State Education Plan for State Legalization Impact Assistance Grants, as a basic guideline for providing educational services to this newly identified population.

## II. THE LACCD EXPERIENCE

The Los Angeles Community Colleges became aware in 1987 of the need to help in implementing IRCA because of the large number of qualified Amnesty applicants being in Los Angeles. Others, such as the Los Angeles City Schools (Adult Division) and community-based organizations (CBO), also, became major providers of educational services to Amnesty students.

Prior to this period, the LACCD had just gone through a massive "reduction in force" exercise of faculty in 1986. Much planning had occurred to reduce its certificated faculty; however, the end result was quite insignificant in the number of faculty released, but the process caused so much upset feelings and turmoil that implementing the Amnesty Education Program quickly on its heels was somewhat difficult.

At the same time, in 1986 and later, in 1988, two massive studies were completed by the District Research and Planning Division on English acquisition programs and courses. David Agosto was a prime mover in these studies, along with Carolyn Widener, who to this day, recalls the scars from arguing the basis and justification for English as a Second Language (ESL) and English as

a Primary Language (English) as separate curricula with a common interface. It was apparent at the time that there were few qualified ESL instructors in the District. This became a significant factor later as English instructors taught increasingly more ESL classes; therefore, it became questionable how the LACCD, the largest community college system in the world, would find the leadership to tackle the serious and significant issue of implementing IRCA in the LACCD "feeder area?"

There were meetings with the INS and Amnesty Education providers in 1987 and early 1988 to learn the "rules of the game" as well as the potential ties that could be effected among those providers and CDE officials.

## III. EMERGENCE OF AN ADVOCACY NETWORK AS A VANGUARD EFFORT

In May 1988, several representatives from local community colleges met and mapped an advocacy network which was called the Los Angeles County Community Colleges for Amnesty (LACCCA). Under the leadership of Saeed Ali from Glendale, Jack Fujimoto and Joe Flores from LACCD, and Ceci Medina from Cerritos College, as well as support and encouragement from community leaders, an agreement was forged in terms of an organizational statement, collection of funds to develop an operational cadre, and a strategy for action.

This writer recalls taking this plan to a Cabinet meeting of the Chancellor of LACCD and after explaining it to the Presidents of the Colleges in the District, it was apparent from the questions

and non-questions that there was a lack of interest and obviously, a lack of commitment, even though the College Presidents were naming Amnesty Education program directors on their campuses.

Fundamental to the work of LACCCA was the identification of Amnesty Education students, developing a curriculum that articulated to other programs in the same institution or other institutions, using a recognized assessment instrument, having skills level-appropriate instructional materials, developing outreach materials and processes, and defining a working process for funding within the INS and CDE guidelines. None of this was easy inasmuch as much of the work was done on a volunteer basis, i.e., above the normal work assignment, and therefore, resulted in meetings on weekends or late in the day and in different locations.

In 1989, the number of community colleges interested in networking among Amnesty Education Program directors increased significantly. Thus, LACCCA became the Southern California Community College Amnesty Network (SCCCAN). Institutionalization of the Amnesty Education Program within college curricula became a primary strategy. Also, the assignment of Saeed Ali, with his experience in directing LACCCA, to the Chancellor's Office of the California Community Colleges in Fall 1989, smoothed the process for reimbursement of funds to operational programs, as well as establishing program integrity.

Two years later, at a retreat of SCCCAN and friends from the California statewide offices, the move was to include statewide Amnesty Directors into an organization larger than SCCCAN. Since

the need for greater integration of the Amnesty applicants into the workforce, skills development, and language proficiency development programs was similar to that for other immigrants, both groups were identified as "New Californians."

Who were these "New Californians" and why should the community colleges be involved with their education and training needs? Saeed Ali provided a series of charts depicting the significant needs of this population. These charts are as follows:

Chart 1: New Californians as a ratio of California's total population, 1990: 22%
Chart 2: Median age of Californians by immigration status: younger
Chart 3: Median number of hours of work, per week, of California's workers, by immigration status: 39.60 hours contrasted to 38.80
Chart 4: Median annual income of Californians, by immigration status: $23,000 versus $35,000
Chart 5: California K-12 Enrollments by English Proficiency: 23% limited proficiency
Chart 6: California Community Colleges, Enrollments by Visa Status, Fall 1991: 16% non-citizens
Chart 7: Percent of all Californians who enrolled in community colleges, by immigration status: 3.10% New Californians

These series of charts illustrated that the New Californians were a significant group of students who worked longer hours, had less annual income (many working two or more jobs), and had limited English proficiency. The New Californians needed considerable support and outreach services; therefore, a change in advocacy roles occurred.

The new name for the community college group became the California Community College Educators for New Californians (CCENC). It is basically this organization that continues to advocate for citizenship and immigrant issues. Today, CCENC is

CHART 2

# Median Age of Californians, by immigration status

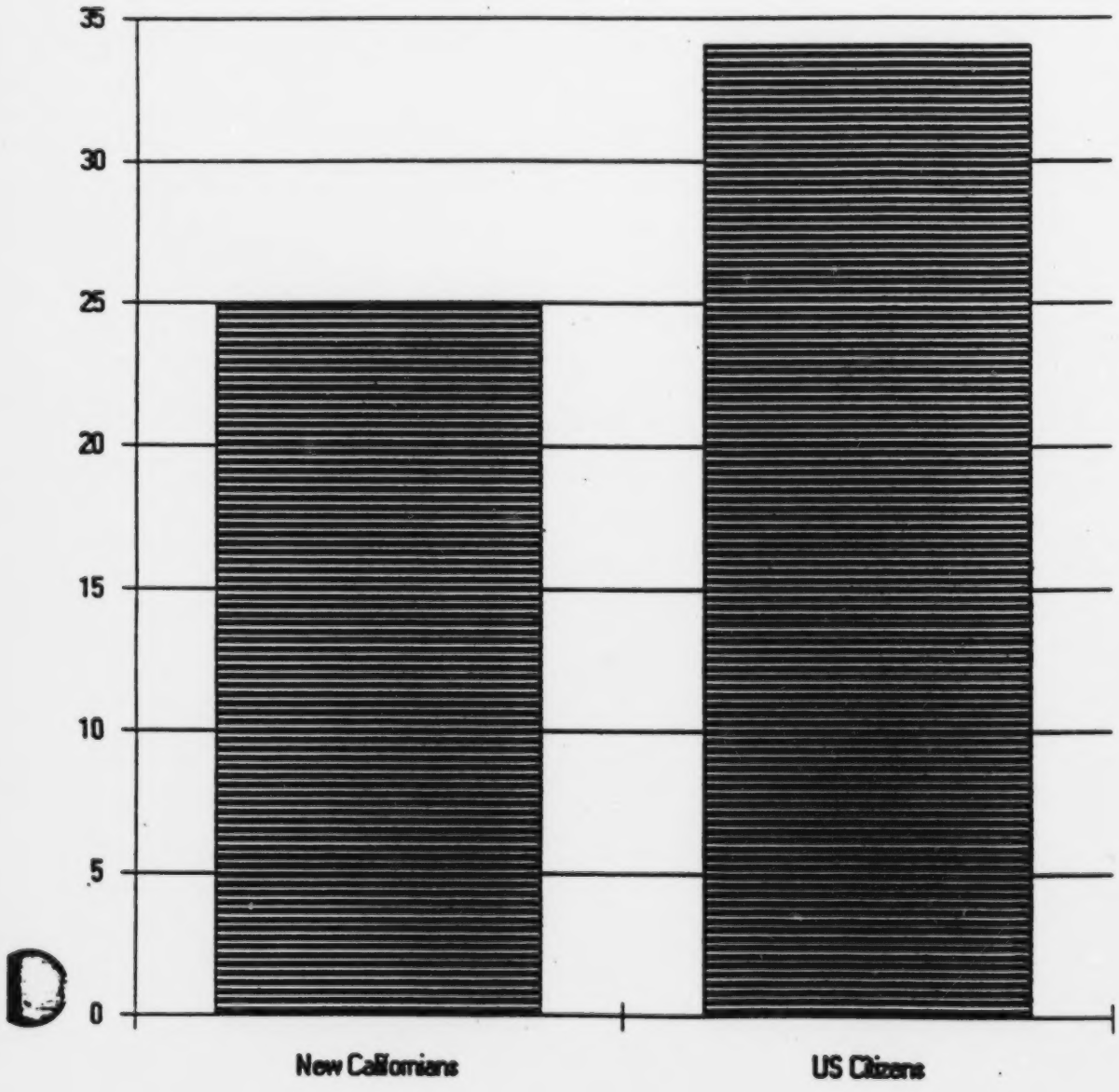


CHART 1

# New Californians, as a ratio of California's total population, 1990

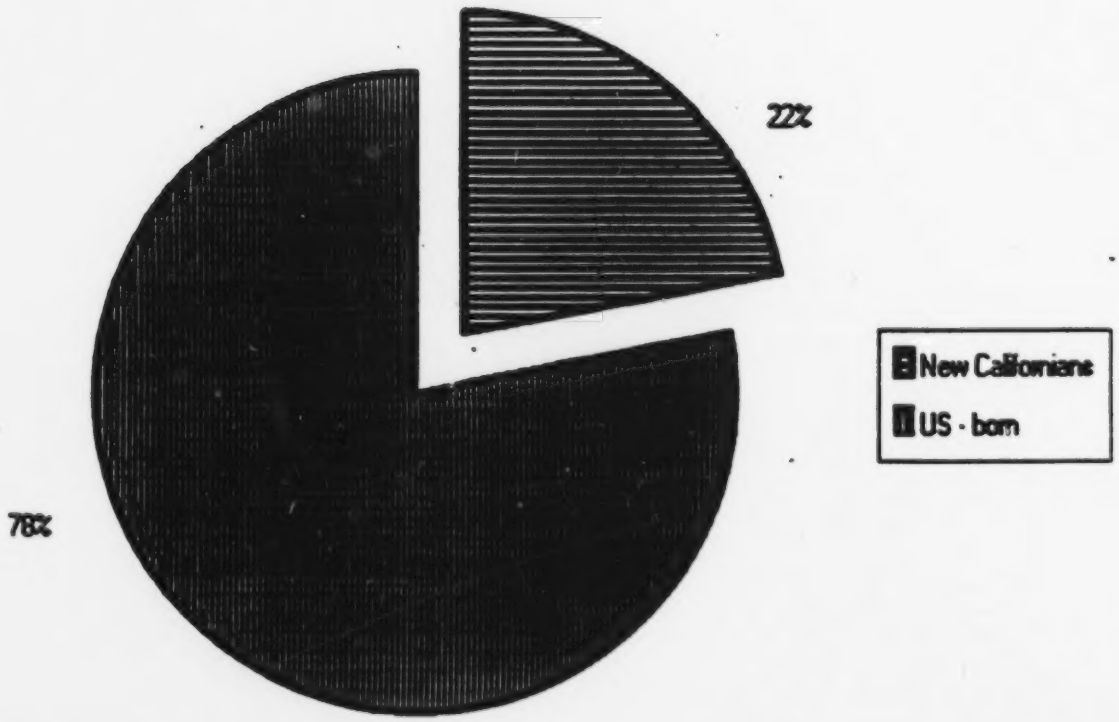


CHART 3

# Median Number of Hours of Work, Per Week, of California's Workers,by immigration status

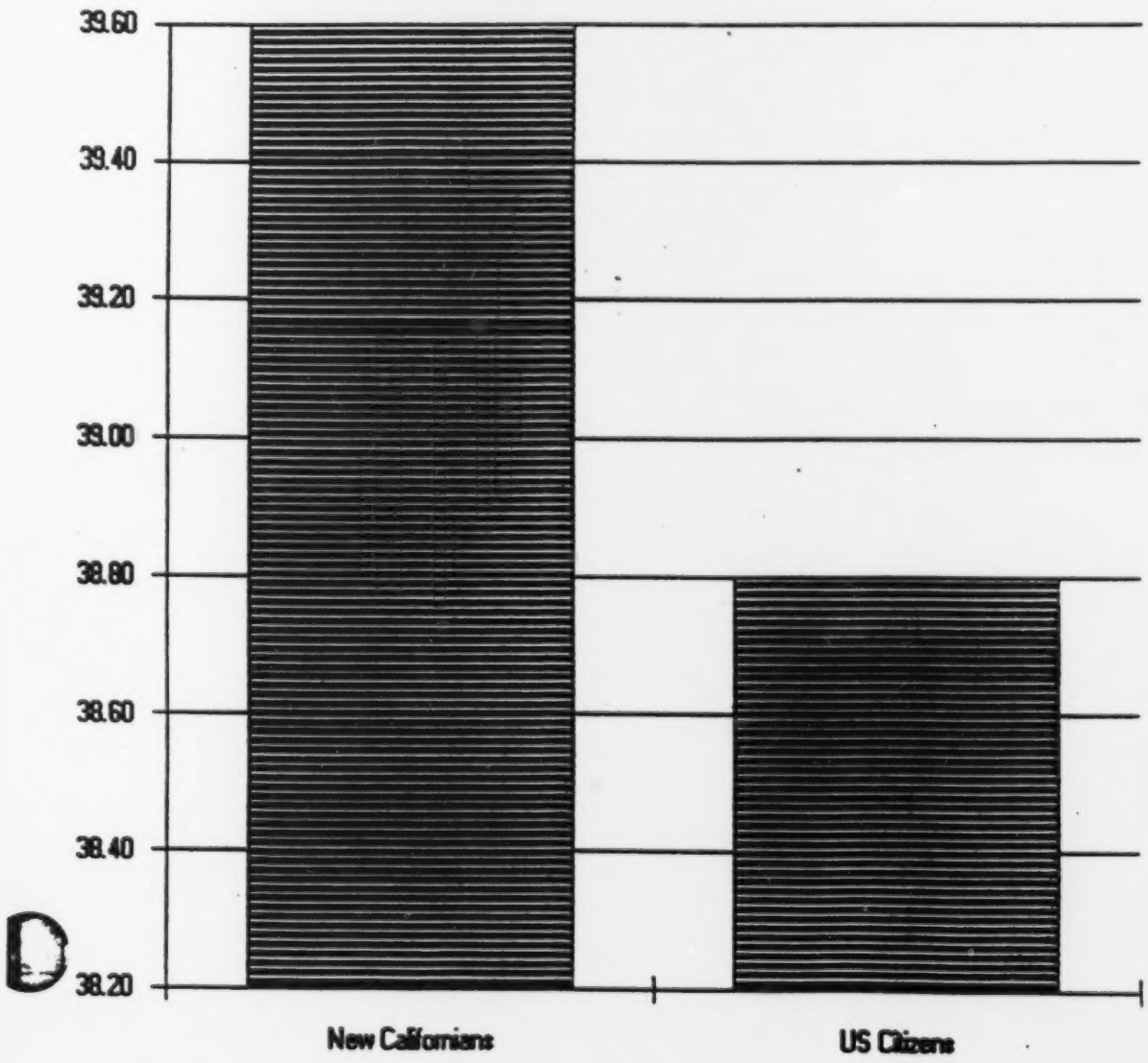


CHART 4

## Median Annual Income of Californians, by immigration status

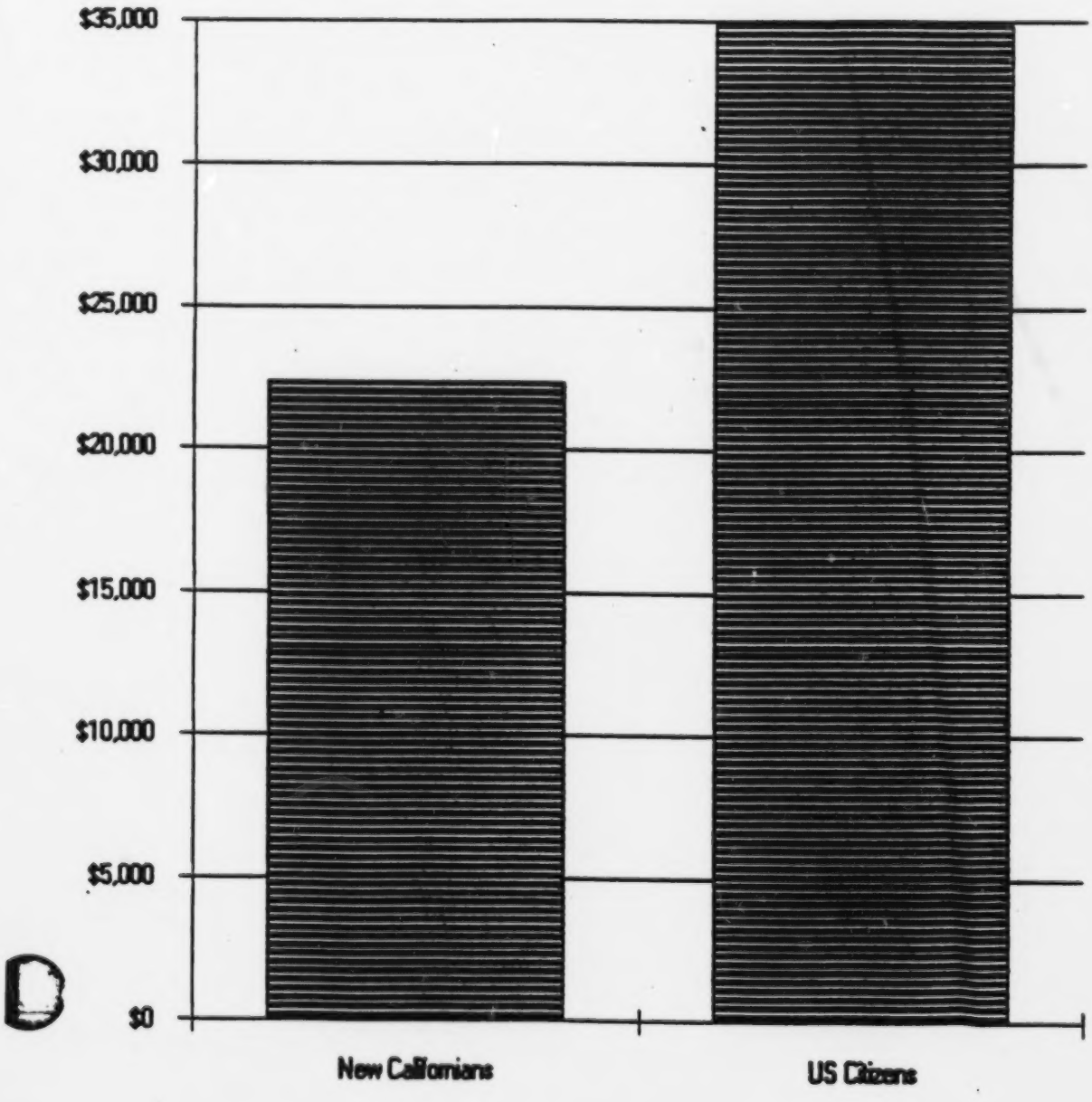


CHART 5

# California K-12 Enrollments, by English Proficiency

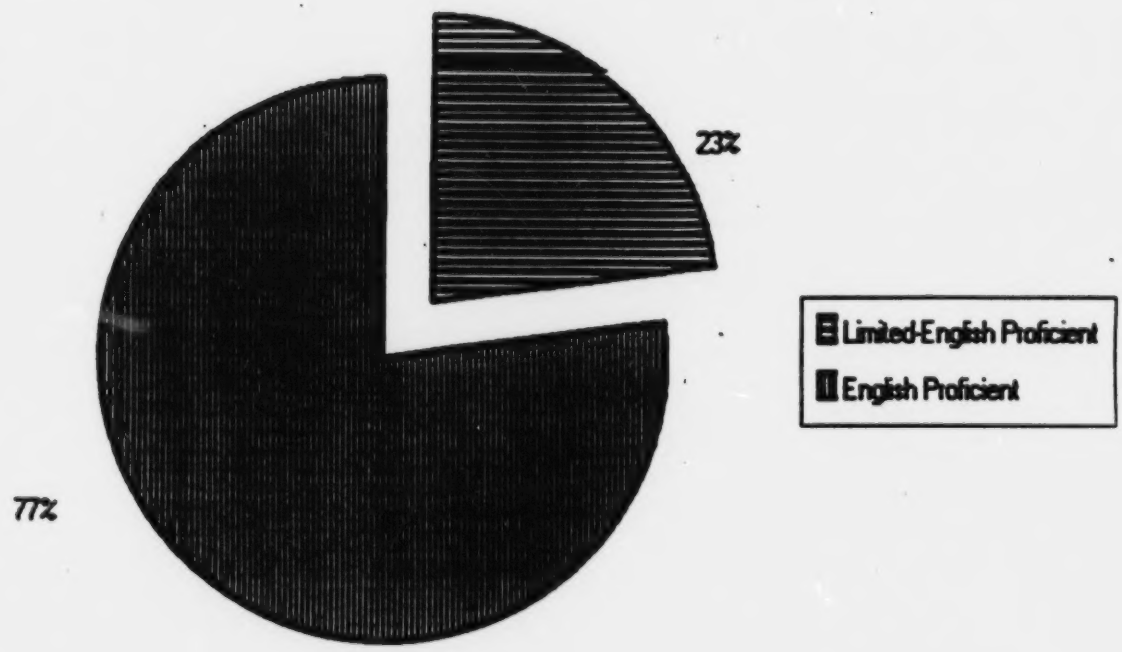


CHART 6

# California Community Colleges, Enrollments by Visa status, Fall 1991

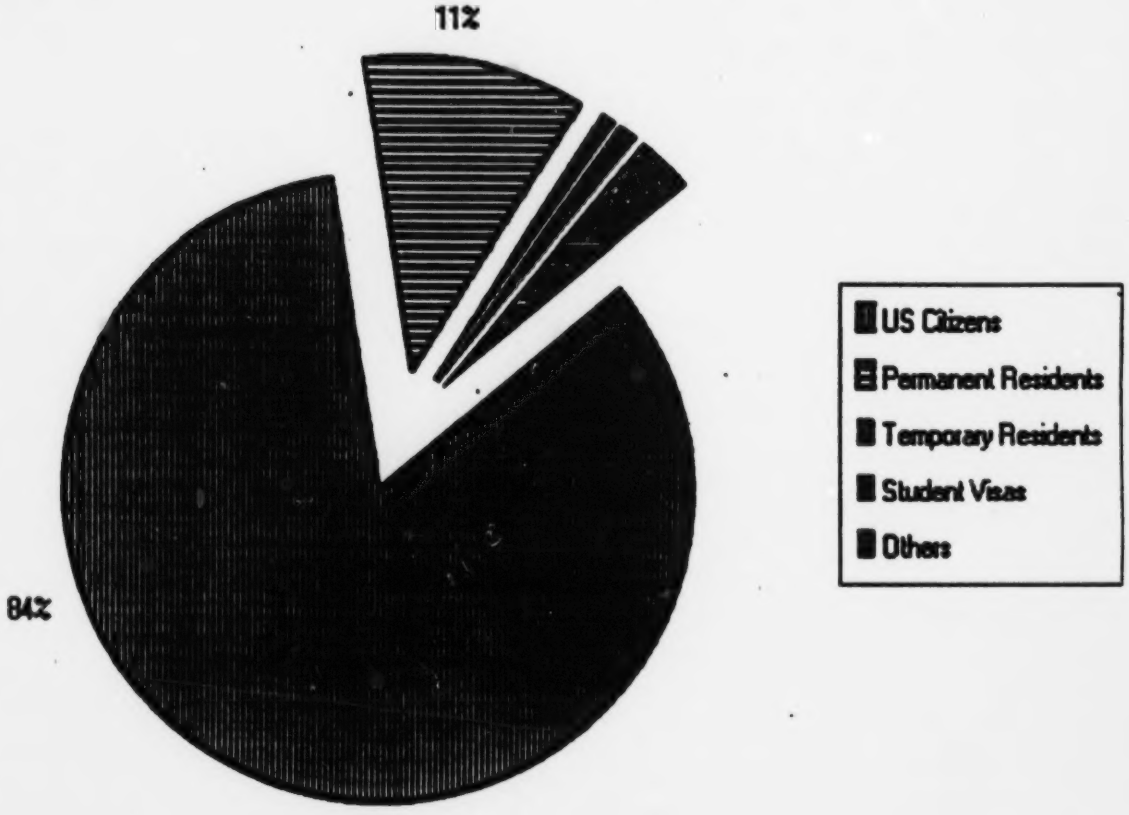
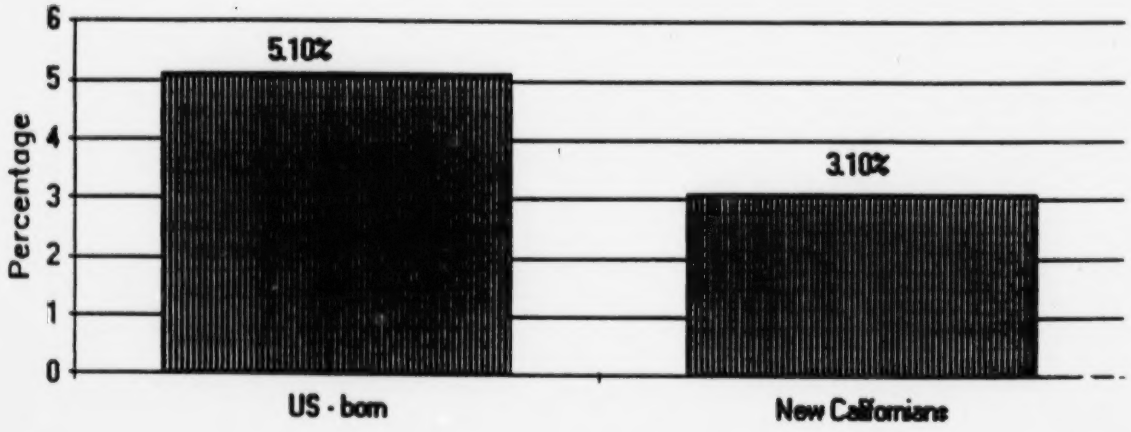


CHART 7

## Percentage of all Californians who enrolled in community colleges, Fall 1991, by immigration status



guided by an Executive Committee of Joe Flores, President; Marvin Martinez, Secretary; Guadalupe Jara, Treasurer; and Saeed Ali, Director of Governmental Relations. Dr. Jack Fujimoto, President of Los Angeles Mission College, serves as Chair of the Board of Advisors to CCENC. (A flyer showing purpose and mission of CCENC is in the Appendix.)

The strength of this advocacy group is their monthly meetings and annual retreats that continue to review issues and develop solutions to help the New Californians. Several legislative measures were initiated through this group and shall be commented on later.

## PART III SOME OPERATIONAL ISSUES

### I. DEVELOPMENT OF A DATA BASE.

The Computer Operations Unit within LACCD assigned Bob Ponek initially, and later, Vince Sanchez for guidance, to develop a database that would capture all Amnesty Education students in all of the nine colleges within the District. This was somewhat time-consuming inasmuch as the District was undergoing several reviews of its computer services, e.g., shifting from the Honeywell Bull to another system or keeping the "old" system to upgrade it or lease another system. This writer will vouch for the internecine warfare among experts at that time.

In any event, a reliable and accurate database was necessary in order to justify the District's program reimbursements which,

later, had to withstand a Federal audit.

It is to the credit of the Amnesty Program Directors meeting for long hours with the author, then in Educational Services, to develop a comprehensive database of Amnesty students.

## II. ADOPTION OF A DISTRICT POLICY.

Much to the credit of the Trustees of LACCD, they passed a policy that each of the colleges would provide an Amnesty Education program. A copy of the Resolution, dated December 21, 1988, is in the Appendix.

This caused considerable difficulty for at least two colleges that did not have an outreach or instructional program and therefore, its leaders were called later to account by the Trustees for their inaction.

## III. PROFICIENCY ASSESSMENT INSTRUMENT.

The CDE contracted with CASAS from San Diego for a commercially developed English proficiency assessment instrument. The INS had also favored the CASAS assessment instrument. Amnesty Education directors and faculty preferred to use an assessment instrument that was used in the LACCD matriculation process. Eventually, the "authorities" gave their blessing to use the District's assessment instrument.

## IV. TEACHERS OF ESL.

The teaching in the Amnesty Education program opened new opportunities for many who did not have an ESL certificate but, who possessed certificates to teach English or another foreign language. In order to help those new to the teaching of ESL, certificate programs were developed in cooperation with UCLA Extension and USC School of Education.

In some instances, professionals from those schools provided in-service training to ESL faculty. The levels of teacher preparation, teaching styles, familiarity with instructional materials, as well as familiarity with cultural backgrounds of students produced mixed levels of learning outcomes.

Teaching loads became a serious issue. In the negotiated LACCD contract with its AFT Local, teaching loads for English instructors is 12 hours of composition type of classes and for foreign language instructors, 15 hours a week. English language faculty who were being reassigned to teach ESL, whether they were qualified or not, assumed in the main that theirs would be a 12 hours a week teaching load. Typically, ESL classes were in 3 hour blocks or 6 hour blocks. Conceivably, some then would teach two classes per term.

## V. AVAILABILITY OF INSTRUCTIONAL MATERIALS.

Since the availability of instructional materials was limited, some of the veteran ESL teachers made their own sets of materials. In one case, this writer recalls a teacher developing materials

that eventually cost the LACCD more than $22,000. It was unfortunate that these instructional materials were not used extensively. That is one legacy of attempting to meet the needs of teachers in a "hurry-up, teach-me now" environment.

## VI. FUNDING THROUGH A REIMBURSEMENT PROCESS.

For many accountants, it was a learning experience to fill out CDE forms for reimbursements of instructional and indirect costs. The rate for reimbursement differed according to whether you were an adult school or a college. It further differed whether you were LACCD or another college district because of teaching salary differences.

In some classes, students fulfilling their Amnesty Education program courses were in classes with "regular" students; therefore, what proportional costs were to be assigned to those students? Funding rates of return, identifying students, and assigning costs became a heavy burden to LACCD, but, in the long run, was reimbursed to the District.

Much of this would not have moved smoothly without the services of understanding CDE administrators, Saeed Ali representing the Chancellor's Office, and CCENC directors acting as an advocacy group.

## VII. INTEGRATION OF LACCD DATABASE INTO THE STATE MANAGEMENT INFORMATION SYSTEM.

With the changing data needs, the statewide community college

management information system should be programmed to provide data as needed by the Chancellor's Office, the Board of Governors of the Community Colleges, the State Legislature, and the Governor of the State of California. LACCD can provide the data; however, it appears that there are some elements that still need to be cleared up before such data becomes available. For example, the matriculation system indicators need to capture all students enrolled in programs, regardless of whether they be fulltime or parttime students taking Amnesty Education or job preparation vocational education courses.

## PART IV. THE LOS ANGELES MISSION COLLEGE EXPERIENCE

In 1989, this writer was transferred from the District to the Presidency at Los Angeles Mission College. One of the programs that fitted the Mission College community was Amnesty Education. Not only was the College the recipient of a three year grant from the Fund for Improvement of Postsecondary Education (FIPSE) to help immigrants who were professionals in the "home" country to become productive license holders in California and contribute to our economy, but also, the College had the staff and initiative to work with the SLIAG-eligible Amnestry education student to make him a success in our system.

### I. ADMINISTRATION.

Enrique Gonzalez was the Director of the Amnesty Education

program initially and was followed by Guadalupe Jara, who, in addition to directing the program, has been the Treasurer for CCENC inasmuch as Los Angeles Mission College is the site of the CCENC treasury.

## II. CURRICULA.

Courses offered under the Amnesty Education program included non-credit as well as credit classes. To understand the breadth and depth of the program, the Fall 1991 offerings at Mission College are summarized in Chart 1.

Of the total 130 classes offered, 30 sections were non-credit, a rate of 23%, for Amnesty Education students.

Since the reimbursement rate for non-credit courses is significantly lower than for credit courses, and the reimbursement standards differ, without commitment from the College President, the non-credit offerings would have been significantly curtailed.

## III. ENROLLMENTS.

Chart 2 shows the number of Amnesty-identified students at Mission College. The graph notes the trend from 4,100 non-credit students in 1988-1989 to 2,400 in 1989-1990 and further decline to 900 students in 1990-1991. On the other hand, the credit students increased from 600 to 2,200. During the first three years, 11,000 students had taken Amnesty-approved courses at Mission College.

A reflection of the number of hours accounted for by the 11,000 students is shown in Chart 3.

CHART 1

# Los Angeles Mission College
## Amnesty Approved Courses
## Fall 1991

| COURSES | No. Of Sections |
|---|---|
| Chicano Studies | 2 |
| Citizenship | |
| Non Credit | 10 |
| Developmental Communications | 18 |
| English as a Second Language (ESL) | |
| Credit | 53 |
| Non Credit | 14 |
| English 21, 64, 65 | 11 |
| History 11, 12 | 2 |
| Learning Skills | 1 |
| Mathematics 105, 106, 108 | 7 |
| Personal Development | 6 |
| Political Science 1 | 3 |
| Speech Communication 61, 71, 73 | 3 |
| TOTAL SECTIONS OFFERED | 130 |



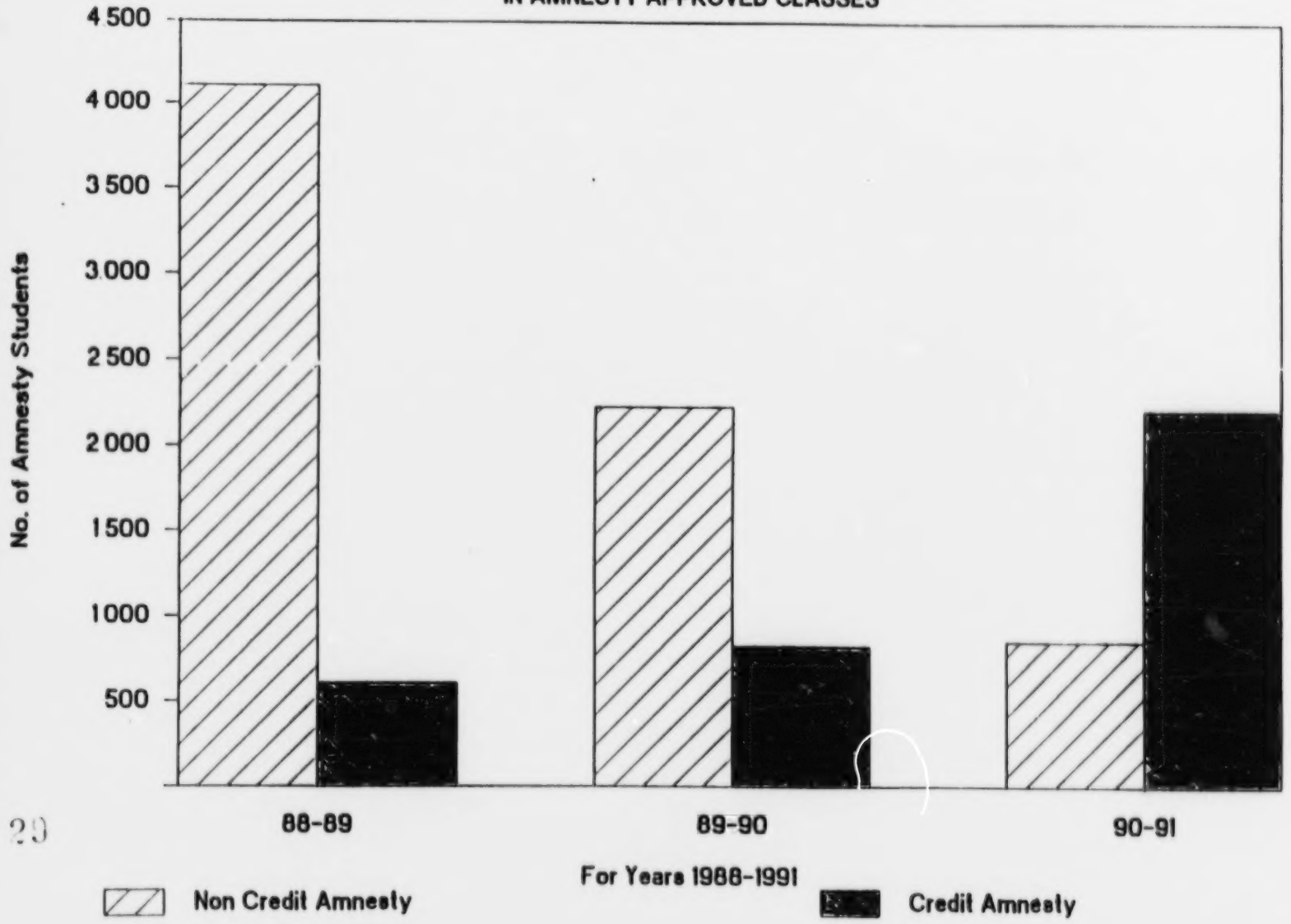


by Guadalupe Jara

CHART 2

# NUMBER OF AMNESTY STUDENTS

## IN AMNESTY APPROVED CLASSES

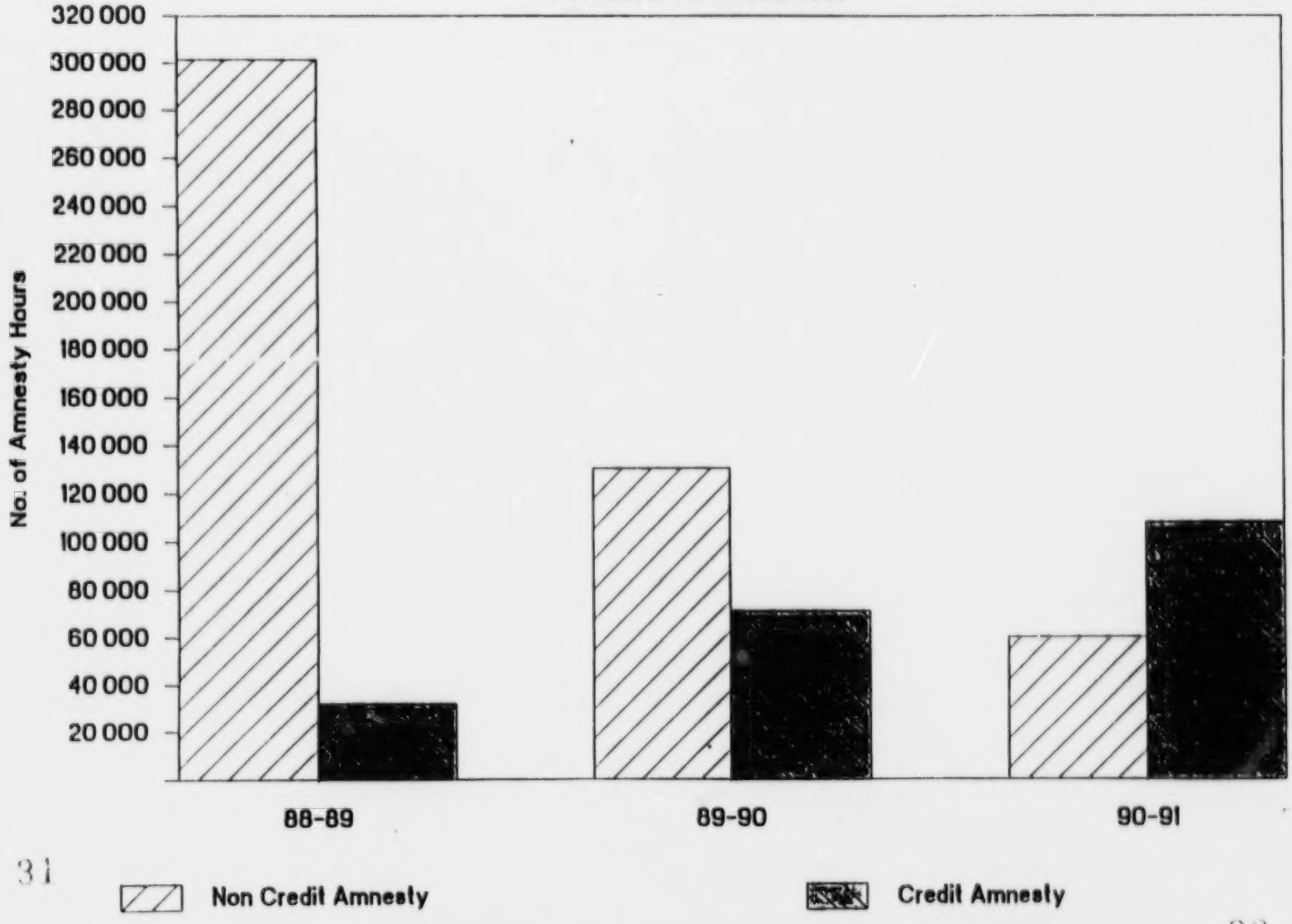



by Guadalupe Jara

CHART 3

# AMNESTY HOURS

FOR FISCAL YEAR 1988-1991








by Guadalupe Jara

The courses taken by Amnesty students in Fall 1991 are shown in Chart 4.

## IV. SLIAG REIMBURSEMENTS.

Chart 5 shows the extent to which Mission College was reimbursed from the Federal SLIAG program. Since the reimbursement was relatively significant for the smallest college in the District, it is noted that such Federal or non-State funded programs can help in providing access to more students. A review of Chart 6 shows the extent to which the SLIAG have contributed to Mission College's operations.

## V. SIGNIFICANCE OF SLIAG AMNESTY ELIGIBLES.

Los Angeles Mission College has had significant student diversity because Amnesty eligible students have enrolled. Interspersed with the 150 foreign students at Mission College, cultural diversity is reflected in several activities including the formation of student service clubs. The Latin American Students Organization (LASO) is an outstanding example of this type of student activity.

The diverse student population has been causing the faculty to use staff development funds to learn more about teaching multicultural populations. In adopting a "learner-first" principle, faculty are using more cooperative learning techniques, are learning the student's "native" languages, and referring students to tutoring sessions staffed by seasoned instructors.

CHART 4

# Most Popular Non-Amnesty Courses Taken by Amnesty Students Fall 1991

| COURSES | No. of Students |
|---|---|
| Computer Science | 47 |
| Humanities | 33 |
| Office Administration | 30 |
| Mathematics | 29 |
| Physical Education | 21 |
| English 101 | 20 |
| Child Development | 17 |
| Speech Comm. | 12 |
| Spanish | 12 |
| Health | 11 |
| Family & Consumer Studies | 10 |
| Chemistry | 8 |
| Psychology | 8 |



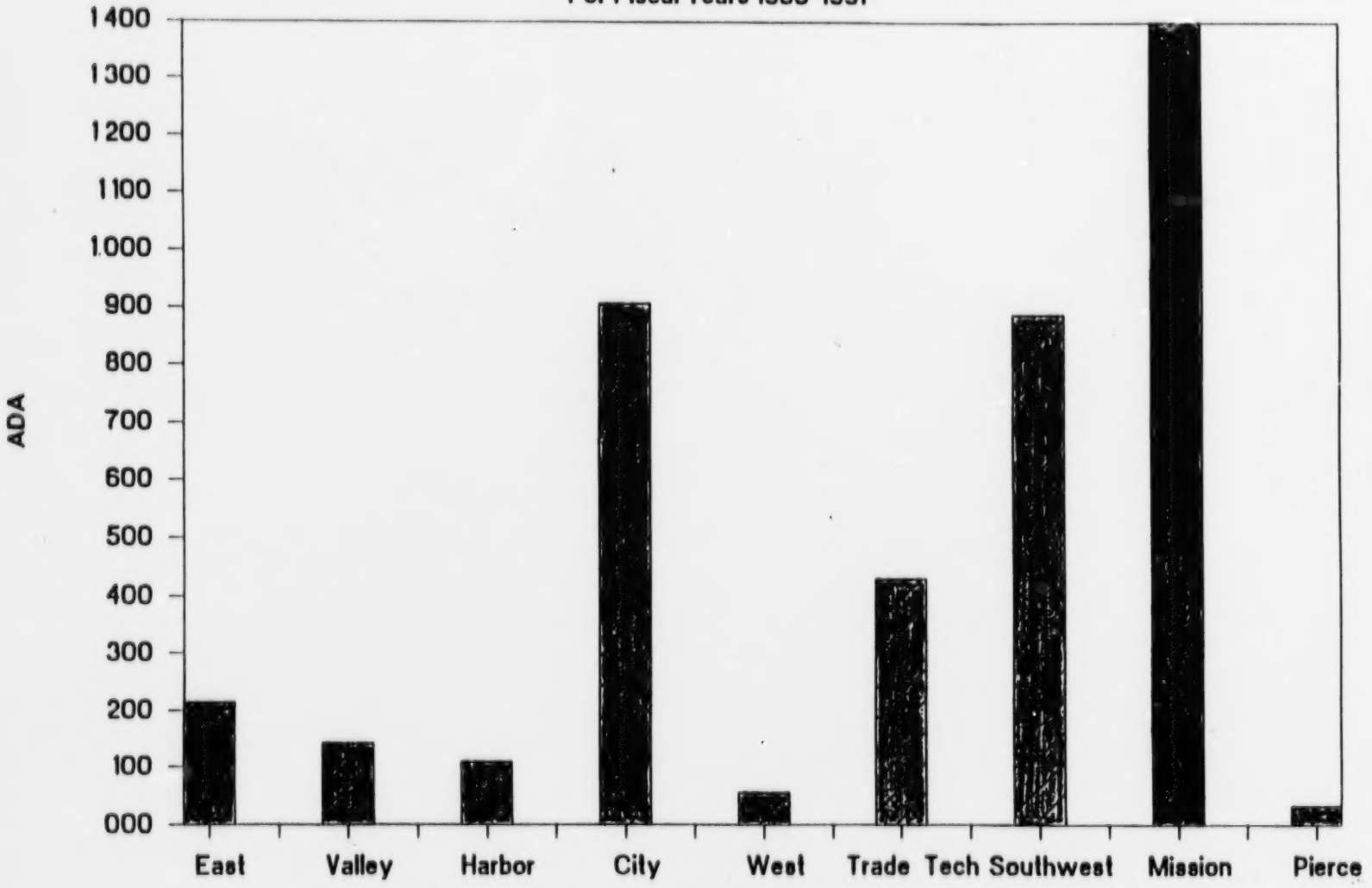


by Guadalupe Jara

CHART 5

# Amnesty Program/SLIAG Fundable ADA

For Fiscal Years 1988-1991








by Guadalupe Jara

CHART 6

# Amnesty Program
# Contributions to the Operating Budget

| Fiscal Year | Amount |
|---|---|
| 1988-1989 | $140,000 |
| 1989-1990 | $200,000 |
| 1990-1991 | $370,000 |
| T O T A L: | $710,000 |

by Guadalupe Jara

## PART V. PREPARING FOR PART II, CITIZENSHIP APPLICATION PROCESS

In 1993, the timeline expired for the many Amnesty applicants that filed in May through November in 1988. A five-year time period was allotted for each applicant to file his application for citizenship and initiate the process for naturalization.

Many of the CCENC colleges worked with the Educational Testing Service to use their citizenship test that had been previously approved by the INS. Others started to devise their own test.

For each, a filing fee was paid by the applicant. An additional fee was assessed to cover the necessary requisites for processing. The applicant, if desired, was enrolled in a citizenship preparation class; however, funding for offering such courses became an issue.

In addition, the training of underprepared teachers for the citizenship course became an issue. For this, CCENC filed an application for supplemental funds of $55,000 to develop a program to meet the in-service needs of teachers as well as supervisors; however, as of July 25, 1994, the $55,000 was whittled to $19,000 without prior consultation with CCENC or the logistical agent, Los Angeles Mission College.

## ACKNOWLEDGEMENTS

Throughout this entire process, much credit is given to those who have been associated with CCENC, because with them, this writer would not have had data or experiences to relate in this monograph. The present organization is composed of the following: (August 1994)

| | |
|---|---|
| **EXECUTIVE COMMITTEE:** | |
| President: | Joe Flores, LACCD |
| Governmental Relations: | Saeed Ali, Glendale |
| Secretary: | Marvin Martinez, Cerritos |
| Treasurer: | Guadalupe Jara, LAMC |
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| Irvine Valley: | Armando Ruiz |
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| **BOARD OF ADVISORS:** | |
| Chair: | Jack Fujimoto, Mission College |

**APPENDIX**

# COMMUNITY COLLEGE EDUCATORS OF NEW CALIFORNIANS (CCENC)

## Description

CCENC is a consortium of community college amnesty education and citizenship programs advocating the development of educational opportunities for immigrants to California, our New Californians.

## Mission Statement

CCENC is dedicated to providing educational opportunities for New Californians. CCENC is committed to the philosophy enunciated in the Board of Governors' Basic Agenda that all individuals have inherent worth and dignity; and thus CCENC advocates on behalf of New Californians to ensure that their educational rights and needs are acknowledged and respected. CCENC member colleges have striven to meet the legislative mandates of IRCA while, at the same time, addressing the question of seeking ways to continue meeting the employment training, general education, and citizenship needs of all New Californians, a traditionally under-represented student population.

## Program Goals

The mission of CCENC is to assist New Californians in becoming economically productive and fully participating citizens of California.

## History

In May 1988, representatives from nine southern California community colleges responded to the educational demand for English and civics instruction created by the Immigration Reform and Control Act of 1986. In July, 1988, the Los Angeles County Community College Consortium for Amnesty Education was created. The Consortium developed instructional materials, provided mutual assistance, developed programs and policies, and functioned as a technical assistance group. In 1989, as more colleges joined the Consortium, the name was changed to the Southern California Community College Amnesty Network. The final change, to Community College Educators of New Californians, occurred in 1991 as the group's activities expanded to include larger number of colleges and all New Californians. It continues to be a self-funded, mutual assistance group.

## Member Colleges

**Cerritos, Compton, East L.A., Glendale, Long Beach, L.A. City, L.A. Harbor, L.A. Mission, L.A. Pierce, L.A. Southwest, L.A. Trade, L.A. Valley, Mt. San Antonio, Pasadena, Rancho Santiago, Rio Hondo, Santa Barbara, West L.A.**

## Contacts for membership and program information


Jack Fujimoto, Chairman, Board of Advisors, 818-364-7796
Joe Flores, President, 213-891-2168
Marvin Martinez, Secretary, 310-860-2451 x 786
Guadalupe Jara, Treasurer, 818-837-2238
Saeed Ali, Government Relations, 310-390-0959 or 916-443-0831

# Board of Trustees
Los Angeles Community College District

ACTION

| Com. No. 2 | Division Chancellor | Date: Dec. 21, 1988 |
|---|---|---|

Subject: AMNESTY RESOLUTION

The following resolution is presented by Trustee Wu:

WHEREAS, The Los Angeles Community College District has the responsibility of offering new immigrants opportunities to acquire English language skills and American civic education; and

WHEREAS, More than 400,000 adult District residents spoke no English in the home in 1980 (US Census); and

WHEREAS, Approximately 528,000 Los Angeles County Amnesty applicants filed their status under the recent Immigration Reform and Control Act (IRCA); and

WHEREAS, These Eligible Legalized Aliens (ELAs) are enrolling in District Phase II Amnesty, ESL and citizenship classes in increasing numbers; and

WHEREAS, Students successfully completing District Amnesty programs are likely to pursue additional educational opportunities offered by the District, thereby contributing to their potential and to District enrollment stability and growth; therefore, be it

RESOLVED, That the Board ~~encourages~~ directs all District colleges to provide Amnesty programs and promotes their enrollment in ongoing programs; and be it further

RESOLVED That the Board supports District college efforts to retain ELA students in Amnesty programs and promotes their enrollment in ongoing programs; and be it further

Chancellor and
Secretary to the Board of Trustees

By: Laurie Greer Date: 12/21/88

| | | | |
|---|---|---|---|
| Albertson | ✓ | Knox | Absent |
| Bronson | ✓ | Lopez-Lee | ✓ |
| Conner | ✓ | Wu | ✓ |
| Garvin | ✓ | | |

# Board of Trustees

Los Angeles Community College District

| Com. No. 2 | Division: Chancellor | Date: Dec. 21, 1988 |
|---|---|---|

RESOLVED, That ~~existing available~~ District funds as authorized by the Board be utilized to facilitate the formation, expansion and support of Amnesty programs until Federal funds are received.

Jack Fujimoto

Board of Governors
California Community Colleges
September 12-13, 1991

# BEYOND AMNESTY: PROGRAMS AND SERVICES FOR THE NEW CALIFORNIANS

4

A Report

## Background

This report is provided to inform the Board on the progress made in the implementation of educational programs for the nearly 1.7 million Californians who applied for immigration amnesty under the provisions of the Immigration Reform and Control Act (IRCA) of 1986. The program was implemented utilizing federal funds made available through the State Legalization Impact Assistance Grants (SLIAG). Previous reports, focused primarily on the fiscal aspects of the program, were provided to the Board at the February 1989, January 1991, and May 1991 meetings. This more comprehensive report provides additional information on the fiscal aspects of the program and provides a narrative on the planning and educational impact of amnesty applicants on the colleges.

## Analysis

The Immigration Reform and Control Act (IRCA) provided immigration amnesty to over 3 million undocumented immigrant workers. Nearly 1.7 million applicants were from California (New Californians). In order to assist states in handling the impact of this population, Congress also provided $4 billion through the SLIAG program. These funds were appropriated in Federal Fiscal Years (FFYs) 1988-1991 but were to be available to states through FFY 1993. The funds were to be allocated on the basis of a state's population of amnesty recipients. States were given discretion in using the funds as long as at least ten percent of the funds (for a total of thirty percent) were used for education, health, and public assistance. California's share of the funds is projected to be nearly $2 billion.

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In 1988, the California Department of Education, with the participation of the Chancellor's Office, developed the *California State Education Plan for SLIAG*. The *Education Plan*'s two main goals were:

**Goal 1:** *Forty-hour Requirement*
Help 950,000 New Californians meet the goal of demonstrating educational proficiency equal to 40 hours of classroom instruction in order to become permanent residents.

**Goal 2:** *Education Beyond Amnesty*
Make available to all 1.7 million New Californians education and training that will enable them to succeed in school, become more employable, and otherwise realize their full potential as citizens of the United States.

As yet, these goals have not been attained, nor are they expected to be realized by the end of the federally funded SLIAG program. The failure to achieve these goals was predictable primarily due to the following factors:

- The lack of adequate federal SLIAG funds for meeting the full need;
- The lack of state support for full funding for programs designed for this population;
- The lack of adequate educational services for this population at all colleges;
- The general lack of participation in education by this population;
- The lack of a specific state community college coordinating and leadership unit (until June 1989) to help design and support programs for this population;
- The concentration of the amnesty population in a few counties (800,000 in Los Angeles County alone); and
- The lack of a comprehensive state plan to serve this population beyond the minimal (40 hours) requirement for the Immigration and Naturalization Service (INS) certification.

During the past two years, the Community Colleges have responded very strongly to the needs of this population. This effort has included the provision of services despite the lack of funds, the development of instructional and support programs, the provision of transitional services to assist the amnesty applicants, and the development of programs more specific to the needs of this population such as workplace basics and naturalization. However, the dimensions of the problem can be gauged from the fact that almost 75 percent of all students in this IRCA student population were placed in ESL Low Beginning or Beginning classes because

**they either could not be tested or they scored below 200 on the Comprehensive Adult Student Assessment Survey (CASAS) scale. Nearly one-third had scores indicating that they functioned minimally, if at all, in English. At best, persons in this group would have difficulty functioning in situations related to their immediate survival needs. (*CASAS Final Report, 1990*)**

**Given the magnitude of this educational need, in the context of inadequate education resources for existing populations, many colleges have developed specific strategies. Assembly Concurrent Resolution 128 (Campbell), 1990, requires the California Postsecondary Education Commission to report on the long-term impact of the New Californians on the California education system. In January 1991, the Board of Governors approved the California Community Colleges to seek continued federal SLIAG funding to maintain current service levels.**

*Staff Presentation:* ***Thelma Scott-Skillman, Vice Chancellor***
***Student Services and Special Programs***

***Saeed M. Ali, Program Coordinator***
***Amnesty Education Unit***

# Beyond Amnesty

## Programs and Services for the New Californians

### Introduction

The Immigration Reform and Control Act (IRCA) of 1986 provided immigration amnesty to over 3 million undocumented immigrant workers. Nearly 1.7 million applicants were from California (New Californians). In order to assist states in dealing with the impact of this population, Congress also provided $4 billion through the State Legalization Impact Assistance Grants (SLIAG). These funds were appropriated in Federal Fiscal Years (FFYs) 1988-1991 but were to be available to states through FFY 1993, given the anticipated problems, for example, in implementing the necessary record-keeping system for a population that had assiduously avoided tracking. The funds were to be allocated on the basis of the state's population of amnesty recipients. States were given discretion in using the funds as long as at least ten percent (for a total of thirty percent) of the funds were used for education, health, and public assistance. California's share of the funds is projected to be nearly $2 billion.

Beginning in 1986, California assigned primary responsibility to the Health and Welfare Agency for the development and implementation of a five-year plan for SLIAG-funded services. The California Department of Education, with the participation of the Chancellor's Office, developed the *California State Education Plan for SLIAG* as its education component. The *Education Plan*'s two main goals were:

**Goal 1:** *Forty-hour Requirement*
Help 950,000 New Californians meet the goal of demonstrating educational proficiency equal to 40 hours of classroom instruction in order to become permanent residents.

**Goal 2:** *Education Beyond Amnesty*
Make available to all 1.7 million New Californians education and training that will enable them to succeed in school, become more employable, and otherwise realize their full potential as citizens of the United States.

As yet, these goals have not been attained, nor are they expected to be realized by the end of the federally funded SLIAG program. By June 30, 1992, even the initial goal to provide a minimal 40 hours of education to 950,000 New Californians will not have been met. As many as 100,000 may still be left unserved at this most basic level. The

second goal is even further from being met. The 1.7 million New Californians are still in need of an average increase of at least six grade levels of education to compete for the median (12.3 grade level) California job, according to the California Department of Education (CDE) survey of amnesty applicants (*Comprehensive Adult Student Assessment Survey, 1990*).

The failure to achieve these goals was predictable primarily due to the following factors:

- The lack of adequate federal SLIAG funds for meeting the full need;
- The lack of state support for full funding for programs designed for this population;
- The lack of adequate educational services for this population at all colleges;
- The general lack of participation in education by this population;
- The lack of a specific state community college coordinating and leadership unit (until June 1989) to help design and support programs for this population;
- The concentration of the amnesty population in a few counties (800,000 in Los Angeles County alone); and
- The lack of a comprehensive state plan to serve this population beyond the minimal (40 hours) requirement for the Immigration and Naturalization Service (INS) certification.

During the past two years, the Community Colleges have responded very strongly to the needs of this population. This effort, despite the lack of funds, has included the provision of services such as: the development of instructional and support programs, the provision of transitional services to assist the amnesty applicants, and the development of programs more specific to the needs of this population such as workplace basics and naturalization. However, the educational reality which must be faced with this population is identified directly by the *1990 Pre-Enrollment (CASAS) Final Report* which states:

> "Almost 75 percent of all students in this IRCA student population were placed in ESL Low Beginning or Beginning classes because they either could not be tested or they scored below 200 on the CASAS scale. Nearly one-third had scores indicating that they functioned minimally, if at all, in English. At best, persons in this group would have difficulty functioning in situations related to their immediate survival needs."

Despite the magnitude of this educational need, in the context of constraints on education resources for existing populations, colleges have developed specific strategies and this report recommends their full implementation. Further, Assembly Concurrent Resolution 128 (Campbell), 1990, requires the California Postsecondary Education Commission to report on the long-term impact of the New Californians on the California education system. The recommendations in this report can form the basis for the system's response to the Resolution.

The remainder of this report is organized in four sections. The first section provides a brief profile of the New Californians. The second section deals with fiscal issues, particularly the federal responsibility for the population. The third section outlines the responsibilities of the affected districts in developing adequate plans to address the needs of the New Californians. The final section deals with the necessary educational programs and services. In the last three sections, an overview of past and current activities is also provided.

## I. The New Californians: A Profile

The following ten statements, with the supporting details, are intended to provide a brief "factual portrait" of the New Californians. They are based on the 1989 survey of the New Californians conducted by the California Health and Welfare Agency as well as data from other State agencies and the California Community Colleges.

A. *New Californians are a significant part of today's California workforce.* They are 12 percent of the current workforce and are most commonly working in the following occupations: manufacturing, services, agriculture, construction, and trade.

B. *New Californians are strongly committed to work, work hard and yet have the lowest income of all Californians.* Nearly 90 percent of all New Californians work, compared to just 53 percent of all Californians. Further, nearly all the New Californians hold more than one job and work at least 49 hours per week. Nearly 60 percent work even greater number of hours. Only 6 percent of other Californians work as much. Yet, New Californians earn only $11,440 per year compared to $24,921 for all other Californians.

C. *New Californians have strong families.* Over two-thirds of the New Californians are married and, of these, nearly 80 percent have children. Nearly all the married New Californians have intact families.

D. *New Californians are from a close-knit group.* Nearly two-thirds of the group are from just six states in Mexico: Jalisco (27%), Michoacan (17%), Zacatecas (9%), Guanajuato (6%), Baja (5%), and Durango (5%).

E. *New Californians are concentrated in ten California counties.* Nearly one-half of the population lives in Los Angeles County. Approximately thirty-five percent are in Orange, San Diego, Riverside, Santa Clara, Tulare, Kern, Ventura, San Bernardino, and Fresno counties. The balance is shared by the other 49 counties.

F. *New Californians are healthy.* In the 1989 California Health and Welfare Agency survey, nearly nine out of ten New Californians reported being in excellent or good health. This compares to only two-thirds of all other Californians reporting being in good health. Part of the explanation is the relative youth of the immigrant group.

G. *New Californians have supportive families.* Over three-fourths of all New Californians report having strong family support, that is family support was always available to the individual. Additionally, another 14 percent report receiving such support as necessary.

H. *New Californians strongly desire education and citizenship skills.* This population realizes that it is under-skilled when compared to California job market demands. They are more desirous of educational services than even other immigrants and more than four-fifths would like to naturalize and participate in the civic process.

I. *New Californians have received very little education out of the SLIAG-funded programs.* Of the nearly $2 billion in SLIAG funds that California has received, allocations to education only have been enough to fund nine hours of education per person per year.

J. *New Californians are competing for scarce state education resources.* Over the past five years, State support for educational programs in the colleges has dropped from 97 percent of full funding to less than 90 percent of the amount required.

## II. Fiscal Impact of the New Californians

Although the Immigration Reform and Control Act (IRCA) of 1986 and the State Legalization Impact Assistance Grants (SLIAG) program provided an opportunity to begin bringing many New Californians out of the shadows into full participation in America's society and economy, California will not be able to achieve its goals for the New Californians within the scheduled federal funding process (FFY 1987-1988 to FFY 1992-1993).

California Community Colleges

## SLIAG-Funded Program Activity

*1987-1991*

| Fiscal Year | CCC ADA | Amnesty ADA** | | Number of Participating Community Colleges | Total SLIAG Expenditures |
|---|---|---|---|---|---|
| 1987-88 | 675,183.84 | 227 | 0.03% | 21 | $ 406,716.22 |
| 1988-89 | 698,407.35 | 6,552 | 0.94% | 43 | $ 13,358,121.60 |
| 1989-90 | 725,507.96 | 6,709 | 0.92% | 50 | $ 15,555,201.40 |
| 1990-91* | 745,779.02 | 7,831 | 1.05% | 52 | $ 16,934,363.00 |
| 1991-92* | 799,925.97 | 8,399 | 1.15% | 56 | N/A |

* Projections

** 250,000 individual students served, 1987-1991.

Source: *CDE Amnesty Education Office Data Report, 1990*, and Chancellor's Office Fiscal Unit *ADA Report, 1990.*

The already increasing enrollment of students in the Community Colleges has been accelerated by the addition of some 250,000 Amnesty students served in the past three years. In Fiscal Year 1990-91, the New Californians are expected to generate over one per-cent of the Community Colleges ADA (see chart above).

Despite the SLIAG funded services, the State has not addressed the greater and immediate needs of New Californians. All 1.7 million New Californians are still in need of an average increase of at least six grade levels of education, from their existing 6.8 grade level, to compete for the median (12.3 grade level) California job. Based on 100 hours per grade level per student, estimates (using figures from the *California Department of Education 1990-91 Budget Appropriations Request to the Legislature*) revealed an overall need for one billion student attendance hours to accomplish this median competency level. This translates into $5 billion needed (based on current funding levels) to assist New Californians to acquire the necessary skills for the median California job, while the total California SLIAG allocation for health, social services, and education is only $1.9 billion. Projections, based on current service rates, reveal that the Community Colleges will serve 25 percent of this population. This translates into 250 million future student attendance hours (476,190.48 ADA) at community colleges over ten years.

The following chart shows a ten-year cost projection of the education needs of the New Californians. The costs projected for community colleges are based on 100 hours per grade level per student and on an estimated 25 percent share of the total services needed.

## Cost and Utilization Projection Beyond Amnesty

**Need:** 6 grade-years (GY) additional instruction for the 1.7 million New Californians.

**Formula:** (6 GYs x 1.7M) x 100 hours/grade-year = 1 billion hours.

### Ten-Year Projection

| | 100% Served | 50% Served | 25% Served | 10% Served |
|---|---|---|---|---|
| Hours | 1 bil | 500 mil | 250 mil | 100 mil |
| Cost ($5/Hr) | $ 5 bil | $ 2.5 bil | $ 1.25 bil | $ 500 mil |

### Annual

| | | | | |
|---|---|---|---|---|
| Hours | 100 mil | 50 mil | 25 mil | 10 mil |
| Cost ($5/Hr) | $ 500 mil | $ 250 mil | $ 125 mil | $ 50 mil |
| CC/Share (25%) | $ 125 mil | $ 67.5 mil | $ 31.2 mil | $ 12.5 mil |

The California Legislature has attempted to address the unmet demand by allowing SLIAG funding for all basic skills courses (credit and noncredit), irrespective of a district's ADA cap. However, these actions may not be sufficient to meet the demands for services. First, the Legislature has committed only SLIAG funds for this purpose. Those funds may not be fully available due to federal budget problems. Second, even if SLIAG funds were available, they would be insufficient to meet the projected demand.

The problems the Community Colleges face in assuring New Californians access to, and success in, education are distinct from those associated with other student populations. For example, first, the New Californians cannot be full-time students due to their heavy workload. Second, they need workplace literacy and job retention skills. A third example of their differential need is their demand for citizenship and naturalization education. Nearly eighty percent have expressed an intent to become United States citizens.

California now needs to face a crucial responsibility. Although the federally funded program has provided the minimal hours, it has left 1.7 million New Californians who need skills to compete for the median job. This effort should

be based further on the significance of the New Californians in the California workplace.

New Californians constitute 12 percent of the total workforce in the state. Without increasing the productivity of New Californians, the necessary increases in worker productivity will be difficult to realize. In order to meet this projected need, the Community Colleges: (1) must seek adequate federal and State funds; (2) assist districts in seeking federal, State and private sector funds to supplement general education funds in meeting the workplace training needs of New Californians; and (3) assist districts in accessing special projects dollars such as Instructional Improvement, Vocational Education Special Projects, and other funds addressing the needs of the underprepared and disadvantaged.

## III. Local Planning

California's population, in general, is growing more rapidly than expected. The State Department of Finance has indicated that California is growing at the rate of about 400,000 individuals per year, one-half of whom are from other states or other countries. The population of California is becoming older; the fastest growing age cohort is made up of those aged 35 to 54, while the number of 18 to 24 year-olds will decline until 1996. There will be more disabled, more single parents, and more individuals living alone.

The state's population is becoming more culturally diverse. Racial and ethnic minorities will be a "majority" shortly after the turn of the century. The Department of Finance has projected that seven of every ten newcomers to California over the next decade will be Asian or Hispanic.

The New Californians will contribute to this diversity. Within the Amnesty population in California, the largest single group, 85 percent (1.4 million) are from Mexico, 10 percent (170,000) are from other Latin American countries, and 5 percent (85,000) from Asia and other countries (INS January 1990 data).

California's educational services address this diversity at the local level. Consequently, broad statewide planning efforts must be made in conjunction with locally developed plans and implementation. Therefore, it is important that any planning recommendation be viewed by local policy development officials as a "point of departure" for planning, reviewing the information as necessary for conditions or trends that are unique to local areas. Planning should address the following issues:

A. The target population, its characteristics, educational needs, and personal goals.

B. Student entry, screening, and assessment procedures.

C. Student employment/educational status at the time of entry into the program.

D. The program objectives that are designed to meet the needs of students and the local employment trends.

E. The development and implementation of a new flexible educational delivery system, such as workplace literacy.

F. A ten-year projection of costs and the availability of resources to meet the identified needs (federal/SLIAG, State Special Projects, State General Fund).

G. An evaluation component that should include ways and methods of evaluating the program (e.g., student outcomes).

## IV. Educational Programs and Services

The Health and Welfare (H&W) Agency surveyed New Californians enrolled in Adult Education/ESL Classes and found that more than one-half were first-time users of education services in the United States, and that most were attending classes to increase general English language requirements in addition to satisfying legalization requirements. The survey also showed that New Californians are enthusiastic about school and general educational opportunities. Virtually all survey respondents indicated that they would like to continue their education in order to obtain a better job. Of the New Californians, 90 percent work at least 59 hours per week at two jobs while their individual take home pay is less than $220 per week.

New Californians report lower levels of schooling than the general state population. According to the H&W/CASAS survey of 5,019 New California students, 80 percent of the New Californians were reported as functioning below the sixth grade English reading level. Many do not speak English and are not literate in their own language. Clearly, a large number of these New Californians have little or no previous education.

New Californians have, as stated before, a median educational level of 6.8 years. The current educational level required for entry level jobs is 12.3 years, and it will continue to rise as high technology continues to impact California's private and public sectors. The New Californians are undereducated and lack marketable skills, and this may prevent them from keeping pace with the rising demands of the workplace.

Student surveys conducted in 1989 by the California Health and Welfare Agency, and Glendale Community College Planning and Research Office show that New Californians have academic, psychological, and economic problems that need to be addressed in the context of California's future workforce, California's economic stability, and California's future economic development. Consequently, New Californians face two kinds of barriers to increasing their productivity and civic participation: institutional and personal. The most significant institutional barriers to accessing education are the location and the schedule of classes, as well as the availability of appropriate curricula and student support services. However in addressing these specific needs, we need to be cognizant of the commonalities with the problems of other underrepresented Californians.

Substantial progress has been made on responding to each of three educational needs of the New Californians: Basic Skills, Citizenship, and Workplace Basics.

**Basic Skills:** A Basic Skills Proficiency Achievement Program proposal has been drafted and is being considered for implementation by Amnesty Education Programs.

**Citizenship:** A task force of representatives from community-based organizations, the Immigration and Naturalization Service, and the colleges has drafted a Model Naturalization Center proposal that is ready for implementation.

**Workplace Basics:** At the request of the Amnesty Education Directors, a four-session, forty-hour staff development program to train the directors in managing workplace basics programs was conducted during January-June 1991. Twenty-one persons completed the program that provided a foundation of information about workplace basics including definitions, assessment, contracts, marketing, curriculum design, program development, and funding sources. One of the five training days was devoted to case studies of programs. The distinguished faculty included staff from: the Office of the Secretary of Education, Washington, D.C.; the national AFL-CIO; Educational Testing Service; California Legislature; private industry; and public and private funding agencies. Community College leaders included the Vice Chancellorof Economic Development, ED>Net representatives, State Academic Senate representatives, and Chancellor's Office Vocational Education personnel.

At the conclusion of the program, participants adopted the following mission statement:

> "The Workplace Basics Program provides educational services to businesses with significant numbers of immigrant and/or New

> Californian (Amnesty) workers requiring English, work and basic skills, and Vocational English as a Second Language training.
>
> The Workplace Basics Program seeks funding from State, federal, and private job training funding sources.
>
> Workplace Basics is coordinated with existing campus programs already providing educational services to the business community."

Participants also agreed to explore the continuation of these contacts during 1991-92, particularly to develop projects. Approximately six colleges are developing proposals that will be submitted for funding to various agencies. Parallel to the training program, staff has been working closely with state and federal funding agencies to include the New Californians when setting priorities. As a result, for example, the Legislature has set aside $5 million for 1991-92 from the Employment Training Panel funds for the New Californians.

These efforts need to be strengthened and coalesced with other Board initiatives in these areas. The Board of Governors *1990-91 Basic Agenda* has identified specific priorities addressing the need to improve the recruitment, retention, and transition of underrepresented students.

Under Academic Affairs, the Board proposes to establish a consistent and comprehensive precollegiate basic skills curriculum, increase the number and success of underrepresented students in vocational education programs, and make vocational education programs more relevant and effective in preparing students for employment. Under Student Services, the Board proposes that colleges develop strategies to establish and maintain productive working relationships between student services personnel and instructional faculty. The Board also proposes that colleges identify and disseminate effective strategies for recruiting underrepresented potential students, and implementing all components of the matriculation program to improve the retention of students and facilitate the completion of their educational goals.

The implementation of the Board initiatives discussed above will address directly the specific measurable needs of New Californians. However, additional actions also are necessary particularly in the development of programs in citizenship, Workplace Basics, and the provision of support services to Californians who are most likely to be part-time students. In January 1991, the Board approved the California Community Colleges to seek continued federal SLIAG funding to maintain current service levels.